



## Battle Creek Historic District Commission

### Staff Report

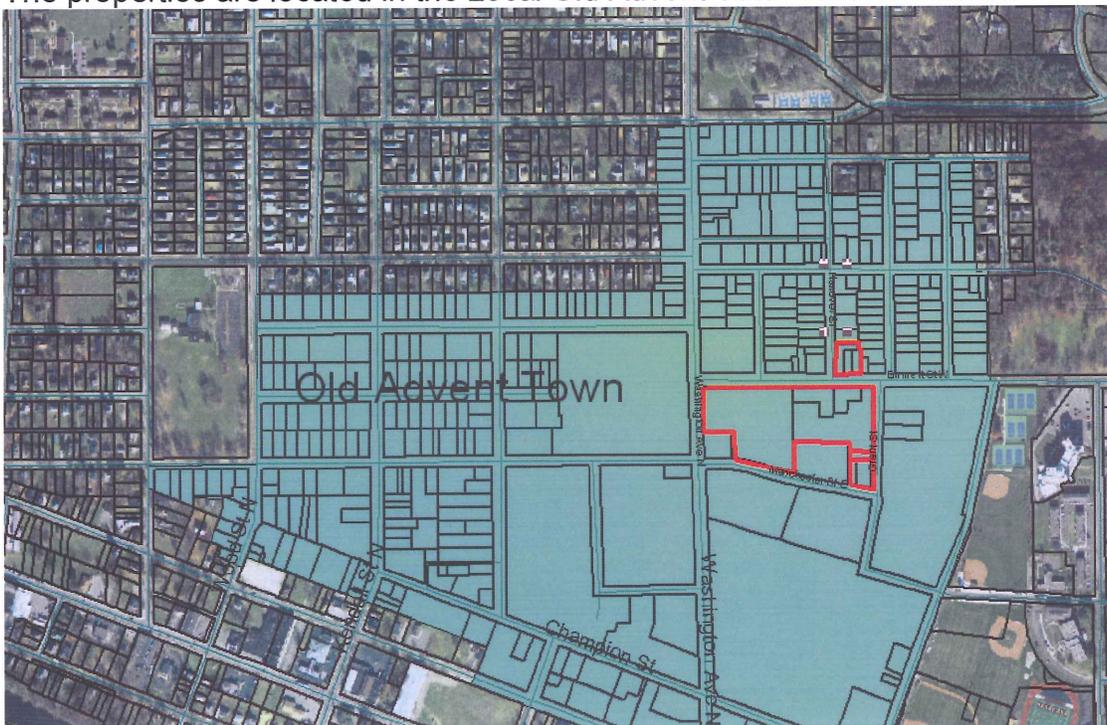
Meeting: January 14, 2013

**To:** Historic District Commission  
**From:** Glenn Perian, Senior Planner  
**Date:** January 4, 2013

**Subject:** The petition filed by Karl Kowalske-Diekema Hamann, on behalf of Family Health Center Battle Creek (FHCBC), is for the issuance of a Notice to Proceed from the Historic District Commission to demolish the structures at 47 Grant and the pole structure at 181 W. Emmett Street to make way for a Determination of Appropriateness to construct a new building and parking facilities for a Women's Service Center on the campus of the FHCBC and vacant lot at the corner of Hanover and W. Emmett Street.

### Site:

The properties are located in the Local Old Advent Town Historic District.



### Summary of Request

The proposed project is an addition of a Women's Service Center on the campus of FHCBC including a new building consisting of approximately 43,395 square feet of floor area and

additional parking facilities. A complete project summary has been submitted and included in the packet of material. The request is for a Notice to Proceed to demolish the structure on 47 Grant Street and the pole building located in the parking lot of FHCBC and a Certificate of Appropriateness to construct the Women's Service Center and associated parking facilities. A site plan has been submitted showing the current location of the pole building, the house at 47 Grant, the new clinic and parking.

### **Public Notice Requirements:**

Public notice has occurred as outlined under MCL Section 399.205 Section 5 (6)...*"the business that the commission may perform shall be conducted at a public meeting of the commission held in compliance with the open meetings act, Act No. 267 of the Public Acts of 1976, as amended, being sections 15.261 of 15.275 of the Michigan Compiled Laws. Public notice of the time, date, and place of the meeting shall be given in the manner required by Act No. 267 of the Public Acts of 1976, as amended.*

### **Applicable HDC Guidelines for Notice to Proceed to Demolish the property at 47 Grant and remove the pole building on the FHCBC campus:**

These properties are to be reviewed in accordance with the City of Battle Creek Building and Housing Code Chapter 1470 "Historic Preservation", as amended, the Michigan's Local Historic Districts Act, as amended, and the criteria for the National Register of Historic Places as outlined in the Secretary of the Interior's Standards and Guidelines.

Generally, demolition of a structure will not comply with the standards outlined in the Secretary of Interior's Standards and Guidelines. However, in the event that these standards cannot be met, the State Act and local ordinance states that a notice to proceed **shall** be issued if any **one** of the following criteria, per Ch 1470.09(e) as follows, is met:

***(e) Work within an Historic District shall be permitted through the issuance of a notice to proceed by the Commission if any of the following conditions prevail and if the proposed work can be demonstrated by a finding of the Historic District Commission to be necessary to substantially improve or correct any of the following conditions:***

***(1) The resource constitutes a hazard to the safety of the public or to the structures and occupants.***

***(2) The resource is a deterrent to a major improvement program that will be of substantial benefit to the community, and the applicant proposing the work has obtained all necessary planning and zoning approvals and financing and environmental clearances.***

***(3) Retaining the resource will cause undue financial hardship to the owner when a governmental action, an act of God or other event beyond the owner's control created the hardship, and all feasible alternatives to eliminate the financial hardship, which may include offering the resource for sale at its fair market value or moving the resource to a vacant site within the Historic District, have been attempted and exhausted by the owner.***

**(4) Retaining the resource is not in the interests of the majority of the community.**



47 Grant

**Analysis and Recommendation for Notice to Proceed:**

Diekema Hamann has provided an Application for a Notice to proceed (and Certificate of Appropriateness) to demolish the structures at 47 Grant and to remove the pole building on the main campus of FHCBC which was built in 2005. A letter dated 1/4/13 has been submitted requesting approval to demolish and provides data on the population served by FHCBC and the number of additional new patients (7,300) and number of new encounters (31,000), per year, the new facility is anticipated to serve. The applicant is expected to be in attendance at the meeting to discuss the demolition and construction plans and answer any questions you may have.

While planning staff would prefer to see buildings rehabilitated, as outlined in the ordinance, the HDC **shall** approve a Notice to Proceed if at least **one** of the criteria has been met. It is your job to determine if the FHCBC application has met the test outlined in the ordinance for the HDC to grant a Notice to Proceed for the demolition of 47 Grant and removal of the pole building, as outlined in Chapter 1470 “Historic Preservation” and the Michigan Local Historic Districts.

**Planning staff is recommending that a Notice to Proceed be issued to FHCBC for the demolition of the buildings at 47 Grant and the removal of the pole building on the main campus, in that the request meets standard #4 outlined in Chapter 1470.09(e) “Review of Applications” because as documented in their application, retaining the buildings will make it impossible for the property owner to construct the new Woman’s Service Center to provide the much needed medical services to the residents of Battle Creek and Calhoun County.**

**Applicable HDC Guidelines and Analysis for a Certificate of Appropriateness to construct a Women’s Service Center and associated parking facilities at the FHCBC campus and property owned by FHCBC at the corner of W. Emmett Street and Hanover:**

This property is reviewed in accordance with City of Battle Creek Building and Housing Code Chapter 1470 "Historic Preservation", as amended, the Michigan's Local Historic Districts Act, as amended, and the criteria for the National Register of Historic Places as outlined in the Secretary of the Interior's Standards and Guidelines.

Specifically, the Commission shall follow Section 1470.09, as:

**(b) The Commission shall also consider all of the following:**

- (1) The historic or architectural value and significance of the resource and its relationship to the historic value of the surrounding area.**
  - (2) The relationship of any architectural features of the resource to the rest of the resource and the surrounding area.**
  - (3) The general compatibility of the design, arrangement, texture, and materials proposed to be used.**
  - (4) Other factors, such as aesthetic value that the Commission finds relevant.**
- (c) The Historic District Commission shall review and act upon only exterior features of a resource and shall not review and act upon interior arrangements...**

**And**

#### **1470.17 PRESERVATION OF HISTORIC FEATURES.**

- (a) Every reasonable effort shall be made to provide a compatible use for a resource which requires minimal alteration of the building, structure or site and its environment, or to use the resource for its originally intended purpose.** This is a new facility with associated parking to expand the FHCBC campus. None of the existing buildings located on the FHCBC campus are historic in nature and the proposed addition will be of compatible style to the existing main building.
- (b) The distinguishing original qualities or character of a resource and its environment shall not be destroyed. The removal or alteration of any historic material or distinctive architectural features shall be avoided when possible.** New construction is being proposed.
- (c) All resources shall be recognized as products of their own time. Alterations that have no historic basis and which seek to create an earlier appearance shall be discouraged.** This requirement will not be violated as it relates to this project, as new materials consistent with the FHCBC main campus will be used.
- (d) Changes which may have taken place in the course of time are evidence of the history and development of a resource and its**

**environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.** New construction is being proposed.

- (e) **Distinctive stylistic features or examples of skilled craftsmanship which characterize a resource shall be treated with sensitivity.** This requirement is not relevant.
- (f) **Deteriorated architectural features shall be repaired rather than replaced wherever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historic, physical or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other resources.** This requirement is not relevant to the project.
- (g) **The surface cleaning of resources shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic materials shall not be undertaken.** This does not apply to this project.
- (h) **Every reasonable effort shall be made to protect and preserve archaeological resources affected by or adjacent to any project.** Staff does not think this applies to this project.
- (i) **Contemporary design for alterations and additions to existing resources shall not be discouraged when such alterations and additions do not destroy significant historic, architectural or cultural material and when such design is compatible with the size, scale, color, material and character of the property, neighborhood or environment.** Staff believes that the proposed work will meet this requirement for the FHCBC campus as a whole.
- (j) **Whenever possible, new additions or alterations to resources shall be done in such a manner that if such additions or alterations were to be removed in the future, the essential form and integrity of the resource would not be unimpaired.** This requirement does not apply to this project.

**(Ord. 14-97. Passed 8-5-97.)**

**Recommendation:**

The proposed work is for new construction and the proposed work does not appear as though it will impact the historical or architectural value of the surrounding area. Furthermore, the work is in compliance with the existing zoning ordinance for the zoning district of the properties. As contained herein, staff is not aware of any issues that the

Commission might find in conflict with Chapter 1470 "Historic Preservation", the Michigan Local Historic Districts Act or the Secretary of the Interior's Standards and Guidelines.

**Therefore, planning staff recommends approval of a certificate of appropriateness for the proposed addition to the FHCBC campus to include a new Women's Service Center and associated parking included in the plan submitted, as the request meets the standards outlined in Chapter 1470.09 "Review of Applications", Chapter 1470.17 "Preservation of Historic Features" and the Secretary of the Interior's Standards and Guidelines, as outlined in the staff report.**



## HISTORIC DISTRICT COMMISSION

City of Battle Creek, Planning and Community Development Department  
Commerce Pointe Bldg., 77 East Michigan Avenue, Ste. 204  
Battle Creek, Michigan 49017

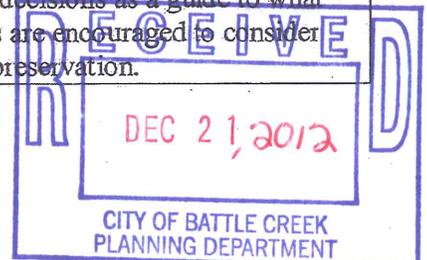
Phone: (269) 966-3320 Fax: (269) 966-3529

### APPLICATION FOR DETERMINATION OF APPROPRIATENESS

Date: 12/21/12 Applicant/Contact Name: Karl Kowalski - Diekema Hamann  
Phone #: 269-973-1108 Property Owner: Family Health Center B.C.  
Property Address: 181 W. Emmett St.  
Address for Correspondence (If different from property address): 612 S. Park St. Kalamazoo  
Applicants Role: Owner  Architect  Contractor  Other: 49007  
HUD Funded: Yes  No  In a Historic District: Yes  No   
On or before date of completion of proposed work, the building will have a code compliant smoke detector or fire alarm system? Yes  No   
DESCRIPTION OF PROJECT:  
See attached.

#### Instructions:

- The Commission will not consider an application with inadequate or unclear information. Review your application with City staff in advance to be sure it is complete.
- The property owner or person authorized to act on the owner's behalf must attend the Historic District Commission (HDC) meeting when this application is considered. If an authorized representative will be attending a letter of authorization must be included with this application.
- Provide drawings that explain what is proposed. Elevations are required for all projects. Include plans, site plan, details, specifications, and product information as needed.
- ONE set of drawings on 8 1/2 x 11 paper is strongly recommended. This set will be copied and distributed in the HDC packets. For larger drawings, colored prints, or anything that cannot be copied by staff, submit 10 copies of each item.
- Indicate all dimensions. Drawings should be to scale.
- Submit one copy of the following photos: All four elevations of the building (straight on shots of all four sides of the building), a historical photo of the property (check the Willard Library 1940 picture file), and a street photo showing adjacent structures to the property.
- Provide specific information on all materials: Manufacture's names, illustrations, specifications, and samples. Material information should be submitted with this application. All samples (paint color chips, shingles, etc.) should be brought to the meeting.
- Indicate not only the immediate area of the work, but also how it relates to the building as a whole. Enlarged photocopies of photographs with the proposed changes drawn in may be helpful.
- For new construction, indicate both in plan and elevation how the project will relate to the surrounding streetscape.
- Proposed demolition should include estimates for the complete repair of the property.
- For smaller projects staff can provide information on previous HDC decisions as a guide to what may be acceptable. For complex projects such as additions, applicants are encouraged to consider seeking the advice and expertise of an architect familiar with historic preservation.



## Project Summary

The proposed project is a Women's Services Center on the campus of Family Health Center of Battle Creek. The facility has 2 above-ground stories and a full basement totaling 45,395 square-feet. Of that, approximately 31,100 square-feet are currently programmed with the balance left un-programmed for future growth. The major clinical spaces include: 18 clinical exam rooms and support nurse stations, 1 procedure room, 1 ultrasound room, counseling offices, and necessary support for these functions. Additionally, the building will have space for group visits, group education, and patient health education.

### Building Exterior

The building will be a new, 2-story, steel framed building with brick exterior and curtain wall/storefront window systems. The footprint is approximately 190-feet by 103-feet. The design intent is for the building to relate to the existing campus context while providing a unique identity for the Women's Services Center. There will be covered drop-off area for patients and a below-grade connection to the existing center. The building will include 2 stairways and 2 elevators.

### Site Improvements

The building is sited in an existing parking lot. Modifications will be made to the lot and the circulation drives to accommodate the new building. Zoning for this building type requires a minimum of 5 spaces for every 1,000 usable square-feet. The fluid coolers serving the existing building will be relocated into the new equipment enclosure. The existing storage garage will be rebuilt on property across Emmett Street. Additional parking for staff and visitors will be located across Emmett Street.

### Environment/Sustainable Design

Sustainable design and construction practices are central to the plans for this development. The site development will be balanced to minimize removal of soils. Construction waste will be closely managed and nearly 95% will be recycled. All of the interior finishes will be specified to meet the USGBC's LEED requirements for recycled content and low-VOC's. As described above, a high-efficiency mechanical system has been specified to reduce energy use. Additionally, an automatic lighting control system will ensure minimized energy use as well.



January 4, 2013

RE: Demolition of 47 Grant for Family Health Center of Battle Creek Women's Center

Family Health Center of Battle Creek is requesting approval to demolish the house at 47 Grant. The home does not seem to have any historic or architectural significance. It is the only home on that block and, therefore, the demolition will not have an adverse impact on the historic district. **FHC's ability to move forward with the construction of the new facility is dependent upon our ability to use that property, and the property next to it (which FHC also owns), for parking.** Demolishing the house on 47 Grant will provide the land needed for parking and will allow us to access to property next to it (on the corner of Grant and Manchester – which FHC also owns). Both properties are needed to provide the required amount of parking (per required by the City of Battle Creek).

FHC target populations are un(der)served, low/no income and un(der)insured residents of Calhoun County, Michigan. In 2011, the Center provided 134,146 services for 31,115 individuals (about 23% of the county's population), **84.2% of whom were uninsured or Medicaid-enrolled.** FHC currently employs 250 staff delivering family practice, pediatrics, internal medicine, obstetrics and gynecology (OB), dental care, behavioral health treatment, substance abuse treatment, 340B prescription drug program, audiology, translation, lifestyle counseling, and school-based portable dentistry services. The demand for primary care at FHC exceeds the limits of our capacity, rising by an average of 690 new patients per month in 2011. With the implementation of the Affordable Care Act, the State of Michigan informs us we should expect even greater demand due to increases in Medicaid enrollment and insurance coverage through the Michigan health insurance exchange. At the same time, inadequate access to OB services contributes to Calhoun County having one of the highest infant mortality rates of any county in Michigan. Making matters worse, there was a reduction in Battle Creek OB providers from 10.7 full-time equivalents (FTEs) in 2009 to 4.9 FTEs in 2011. Efforts in 2012 to recruit additional OB providers, including the addition of Certified Nurse Midwives at FHC, have been successful so far.

**FHC will expand its capacity for primary care and OB services by building a new facility.** Through redeployment of OB space at FHC's main facility and construction of new OB space, FHC will provide an additional 16,000 primary care encounters and 15,000 OB encounters to 7,300 new users of FHC.



RE: 47 Grant  
 Karl Kowalske  
 to:  
 GFPerian@ci.battle-creek.mi.us  
 01/04/2013 10:32 AM  
 Cc:  
 "CMHilton@ci.battle-creek.mi.us"  
 Hide Details  
 From: Karl Kowalske <kkowalske@dhae.com>  
 To: "GFPerian@ci.battle-creek.mi.us" <GFPerian@ci.battle-creek.mi.us>,  
 Cc: "CMHilton@ci.battle-creek.mi.us" <CMHilton@ci.battle-creek.mi.us>

Glenn. Below is the explanation provided by the Family Health Center of Battle Creek:

Family Health Center of Battle Creek is requesting approval to demolish the house at 47 Grant. The home does not seem to have any historic or architectural significance. It is the only home on that block and, therefore, the demolition will not have an adverse impact on the historic district. FHC's ability to move forward with the construction of the new facility is dependent upon our ability to use that property, and the property next to it (which FHC also owns), for parking. Demolishing the house on 47 Grant will provide the land needed for parking and will allow us to access to property next to it (on the corner of Grant and Manchester – which FHC also owns). Both properties are needed to provide the required amount of parking (per required by the City of Battle Creek).

If you have any additional questions or needs, please let me know.

**Karl Kowalske**  
**Diekema Hamann**  
**TL: 269.373.1108x101**  
**From:** GFPerian@ci.battle-creek.mi.us [<mailto:GFPerian@ci.battle-creek.mi.us>]  
**Sent:** Thursday, January 03, 2013 3:59 PM  
**To:** Karl Kowalske  
**Cc:** CMHilton@ci.battle-creek.mi.us  
**Subject:** 47 Grant

Mr. Kawalske,

Please see the attached for requirements/guidelines for demolition approval of properties in a local historic district. If you could send back a paragraph or two (or more, whatever you feel necessary) explaining how 47 Grant meets the requirements for demolition I would appreciate it as it relates to the Family Heath Center addition. If you could get it back to me no later than Friday, January 4th that would be great too.

Regards,

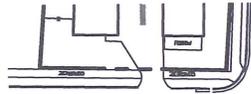
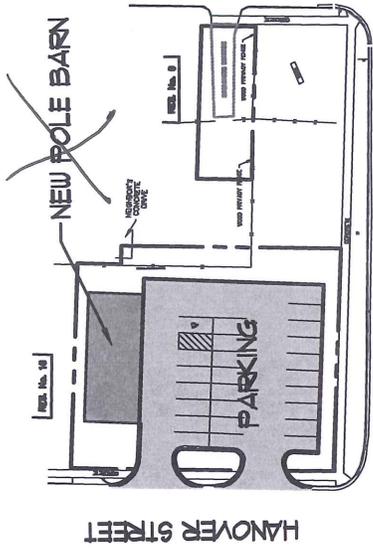
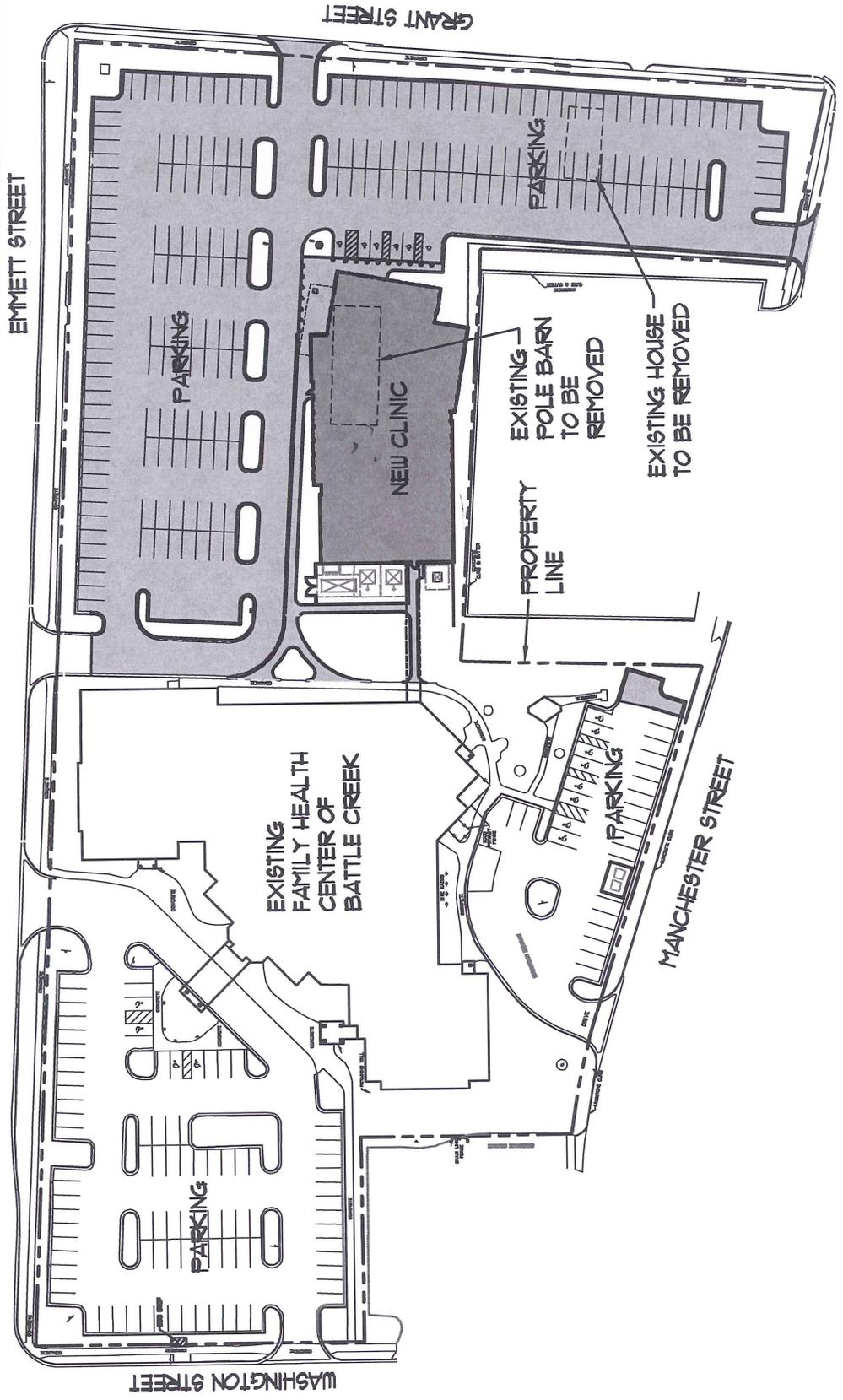
**Glenn F. Perian**  
**Senior Planner**  
 Commerce Pointe Building  
 77 East Michigan Ave., Ste. 204  
 Battle Creek, MI 49017  
 ph. 269-966-3320

FAMILY HEALTH CENTER OF BATTLE CREEK  
BATTLE CREEK, MICHIGAN

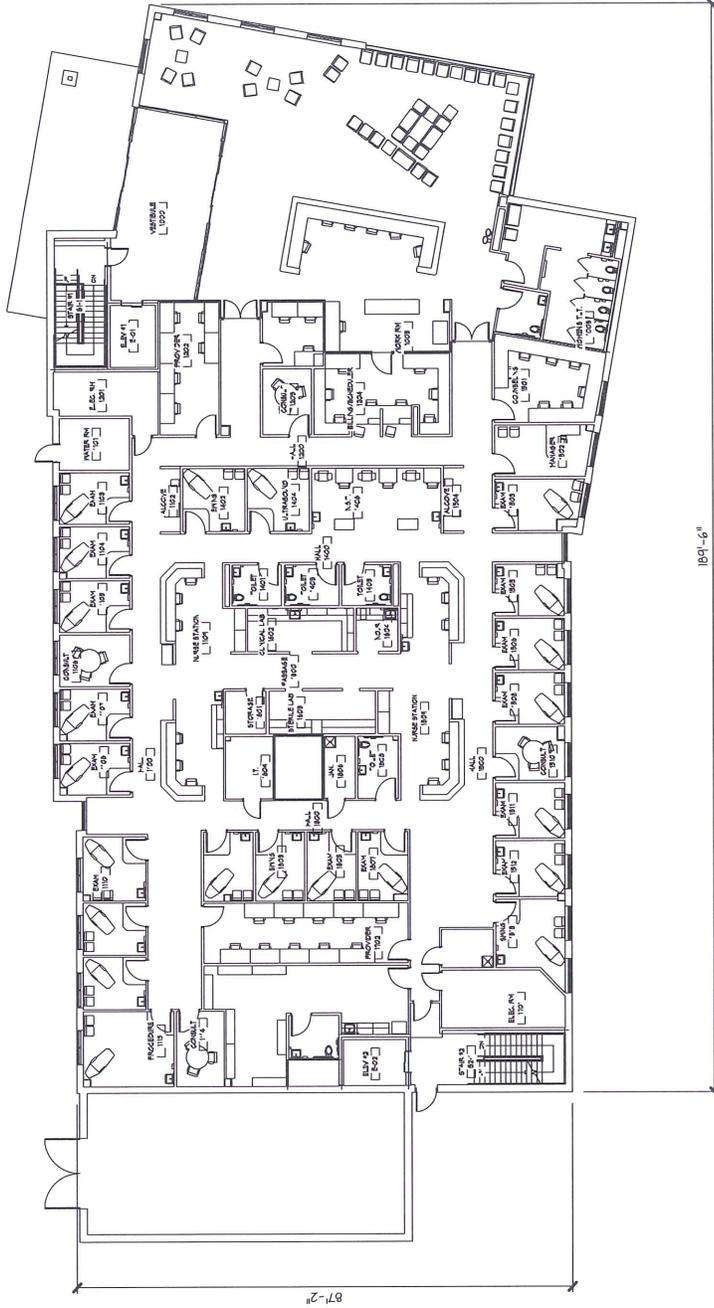
DIEKEMA HAYMANN ARCHITECTURE  
VIRIDIS DESIGN GROUP



12/21/12  
SCALE: 1" = 100'





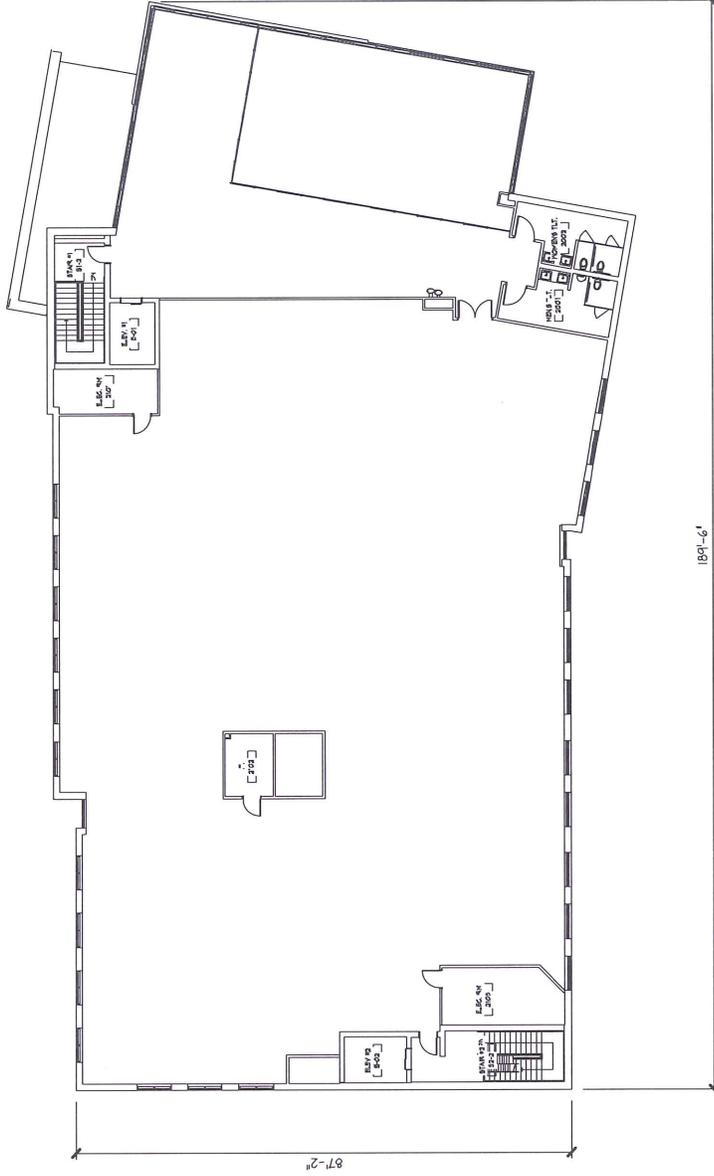


# FIRST FLOOR PLAN

SCALE: 1/32" = 1'-0"



FAMILY HEALTH CENTER OF BATTLE CREEK  
 DECEMBER 21, 2012



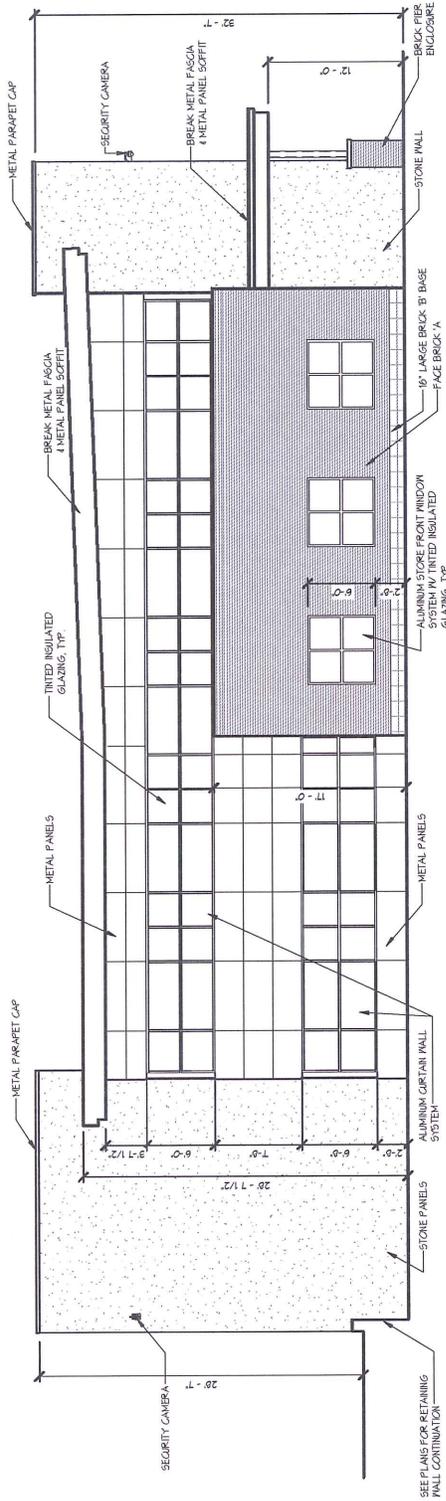
## SECOND FLOOR PLAN

SCALE: 1/32" = 1'-0"



# FAMILY HEALTH CENTER OF BATTLE CREEK

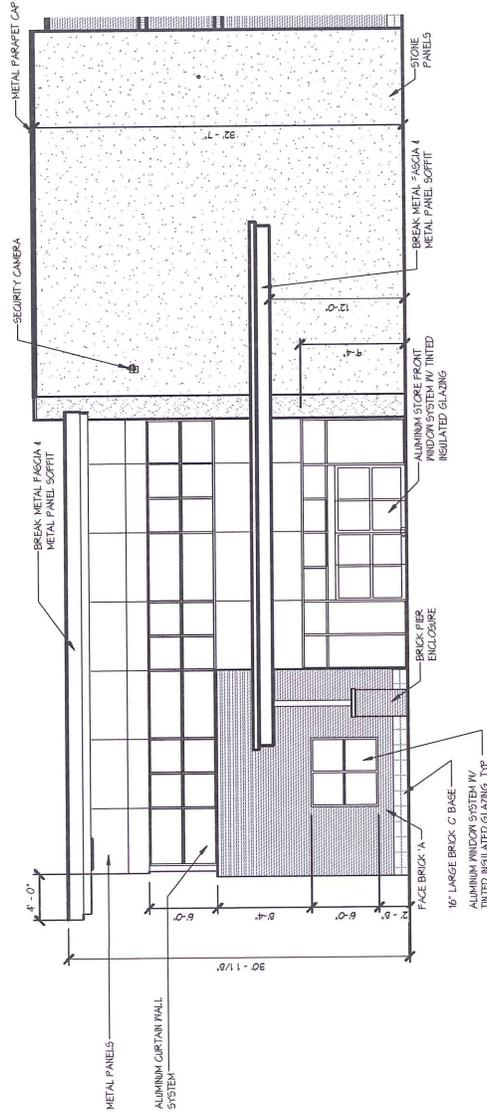
DECEMBER 21, 2012



**EAST ELEVATION**  
 SCALE: 1/16" = 1'-0"

**FAMILY HEALTH CENTER OF BATTLE CREEK**

DECEMBER 21, 2012

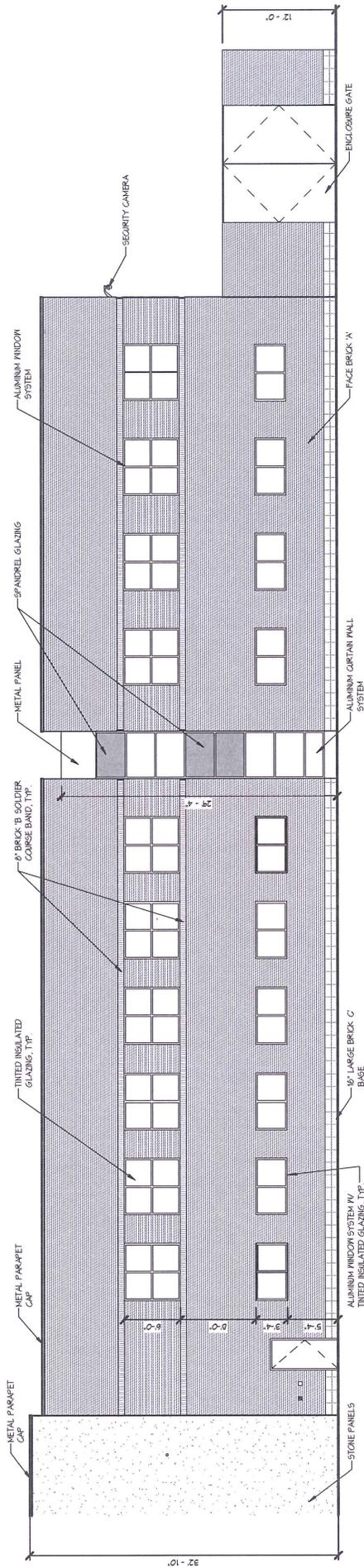


# PARTIAL NORTH ELEVATION

SCALE: 1/16" = 1'-0"

## FAMILY HEALTH CENTER OF BATTLE CREEK

DECEMBER 21, 2012

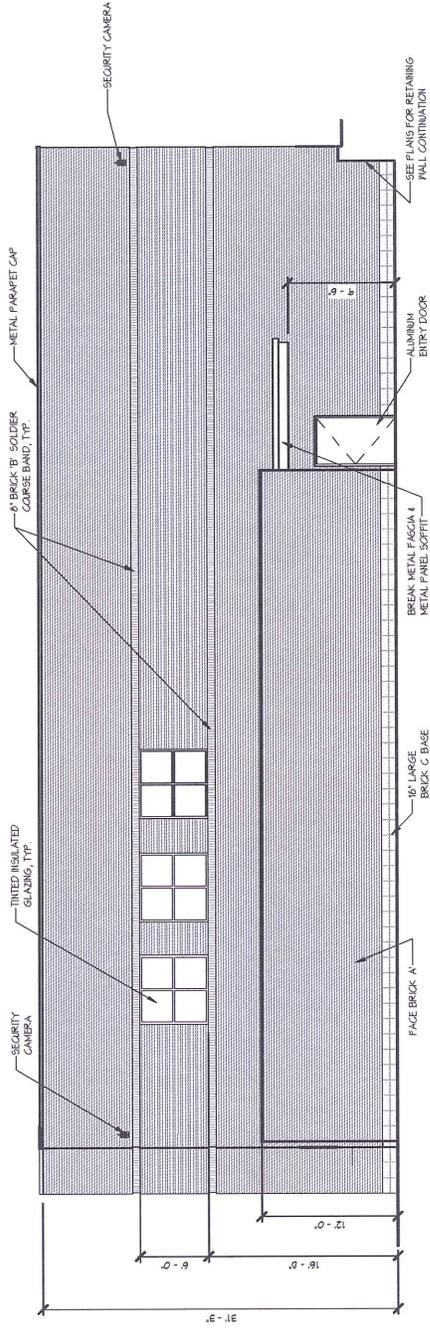


# PARTIAL NORTH ELEVATION

SCALE: 1/16" = 1'-0"

## FAMILY HEALTH CENTER OF BATTLE CREEK

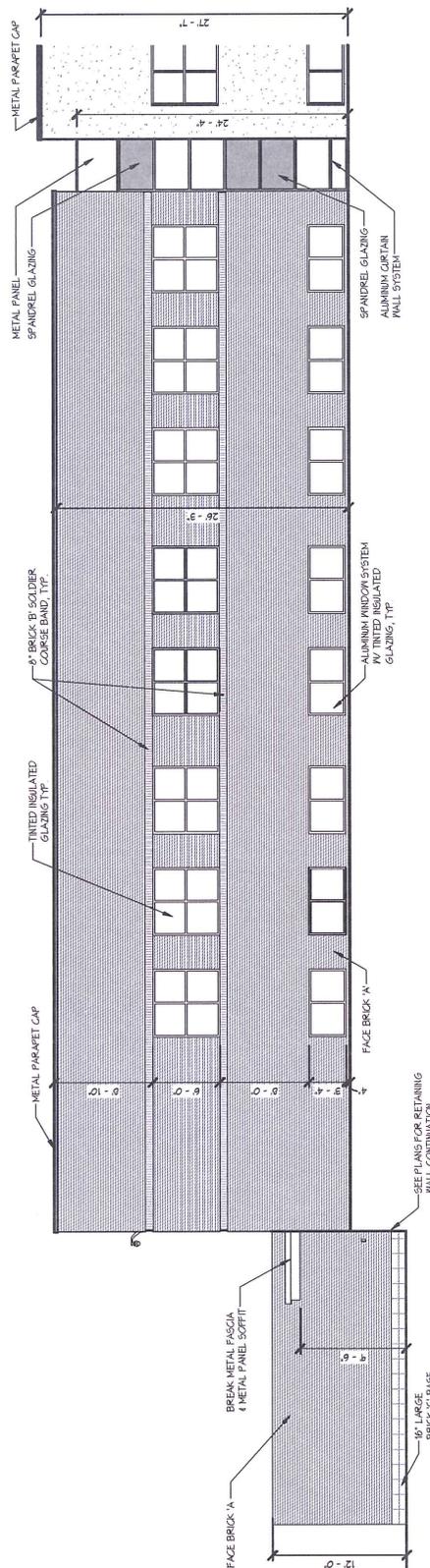
DECEMBER 21, 2012



**WEST ELEVATION**  
 SCALE: 1/16" = 1'-0"

**FAMILY HEALTH CENTER OF BATTLE CREEK**

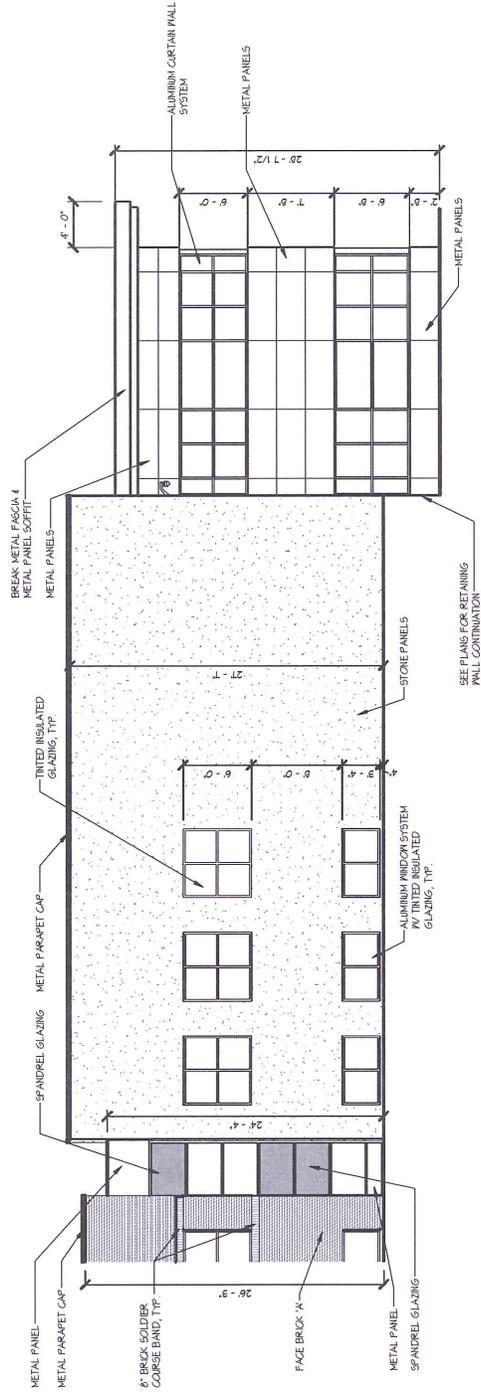
DECEMBER 21, 2012



**PARTIAL SOUTH ELEVATION**  
 SCALE: 1/16" = 1'-0"

**FAMILY HEALTH CENTER OF BATTLE CREEK**

DECEMBER 21, 2012



**PARTIAL SOUTH ELEVATION**  
 SCALE: 1/16" = 1'-0"

**FAMILY HEALTH CENTER OF BATTLE CREEK**

DECEMBER 21, 2012